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Comprehensive review of the whole question of peacekeeping operations in all their aspects

Programme budget for the biennium 2000-2001

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Resource requirements for implementation of the report of the Panel on United Nations Peace Operations*

Report of the Secretary-General

Summary

The present report outlines the resource requirements of the Secretary-General's proposals for implementation of the recommendations of the Panel on United Nations Peace Operations. Resources are requested on an emergency basis through the support account for the biennium 2000-2001 to enable the Secretariat to better support peacekeeping operations. In this connection, the Department of Peacekeeping Operations would be substantially reinforced and restructured, while other departments supporting peace operations would also be strengthened. In addition, resources are sought under the regular budget for the biennium 2000-2001 to provide for immediate implementation of those recommendations of the Panel that are ready for implementation as of January 2001. They include establishment of the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat, strengthening of the Electoral Assistance Division of the Department of Political Affairs and of the Office of the United Nations High Commissioner for Human Rights to strengthen the ability of the Office to implement tasks arising from the Panel's recommendations. The present report presents the consequential changes in resources that would be required to the programme budget for the biennium 2000-2001 and to the support account for peacekeeping operations for the period from 1 July 2000 to 30 June 2001.

* The resource requirements, by section of the programme budget for the biennium 2000-2001, will be issued as document A/55/507/Add.1.

The change in the regular budget for the biennium 2000-2001 would amount to \$7,527,300 and includes an increase of 35 posts.

The change in the peacekeeping support account for peacekeeping operations for the period from 1 July 2000 to 30 June 2001 would amount to \$14,675,600 and includes an increase of 214 posts.

The proposals in the present report would result in ongoing costs in the biennium 2002-2003 of \$71.4 million, of which \$12 million would relate to the regular budget and \$59.4 would relate to the support account. The proposed additional ongoing requirements for the biennium 2002-2003 for the regular budget are equivalent to 0.47 per cent of current regular budget appropriations and for the support account they are equivalent to 1.43 per cent of current levels of peacekeeping costs.

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I. Introduction

1. On 7 March 2000, the Secretary-General convened a high-level Panel to undertake a thorough review of the United Nations peace and security activities and to present a clear set of specific, concrete and practical recommendations to assist the United Nations in conducting such activities better in the future. On 21 August 2000, the Secretary-General transmitted the report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809) to the President of the General Assembly and to the President of the Security Council, requesting the support of the General Assembly and the Security Council in converting into reality the far-reaching agenda laid out in the report.

2. The Panel addressed a number of issues related to, inter alia, the need for more urgent policy development and support for realistic mandates, a capacity for information management and strategic analysis, improved mission guidance and leadership, rapid deployment standards and “on-call” expertise, and the enhancement of Headquarters capacity to plan and support peace operations. While the Panel made clear that the problems of the United Nations would not be solved by merely “throwing additional resources at them”, the Panel also stressed the importance of having an effective Headquarters support capacity.

3. In its assessment of the Headquarters support capacity (not only with respect to the Department of Peacekeeping Operations, but also with respect to other departments involved in peace operations), the Panel pointed to the fact that the support capacity had often been affected by the need to do what was most urgent at the expense of doing what was also important. Examples given of areas that had not received sufficient attention included: better strategic planning, not only with respect to the conduct of peace operations in the field, but also with respect to their support at Headquarters; an improved coordinated approach among all the actors involved in peace operations; more timely deployment of personnel; streamlining of procedures; availability of user-friendly guidelines; improved collection, retrieval and dissemination of information; more frequent training; and the development of managerial tools.

4. The Secretary-General, in his report on the implementation of the report of the Panel (A/55/502) noted that the Panel’s report did not address the question of whether the United Nations should become involved in specific situations, but rather, dealt exclusively with how the United Nations could improve its performance, once a decision had been made to undertake a specific operation or activity. The Secretary-General expressed his intention to achieve greater coherence within the United Nations system as a whole in places of armed conflict, to ensure that all the efforts worked in greater harmony.

5. In order to implement some of the recommendations related to the overall conduct and management of peace operations, including those related to strategic analysis, coordination, effective mission guidance and streamlined policies and procedures, the Secretary-General has outlined his proposals for action that can be taken immediately. Some of those actions fall under regular budget funding and some, the majority, fall under the support account for peacekeeping operations. While agreeing with the Panel’s view that the Secretariat could do a better job of supporting peace operations, if provided with additional resources, the Secretary-

General has stressed that any increase in resources for peace operations must not come at the expense of resources needed for development.

6. The present report outlines the resource requirements of the Secretary-General's proposals for implementation of the recommendations of the Panel, with respect to the programme budget for the biennium 2000-2001 and the support account for peacekeeping operations for the period from 1 July 2000 to 30 June 2001. The supplemental increase for support account requirements covers the period from 1 January 2001 to 30 June 2001. It is noted that the budgetary implications of some of the Panel's recommendations would require further study, and that a second implementation report would be submitted to the General Assembly in the course of 2001.

7. The present report also describes a number of significant changes with respect to the reorganization of existing structures and the establishment of new entities. The consequent resource requirements for the programme budget for the biennium 2000-2001 and for the peacekeeping support account are presented, by section of the budget, as relevant in the addendum to the present report.

8. The present report does not address financial implications related to each individual peace operation, such as proposals for quick-impact projects, disarmament, demobilization and reintegration activities, rule of law and human rights elements and training and public information components within each mission. It addresses neither the recommendation for possible conversion of support account posts to the regular budget, nor other matters that are still under consideration and would be addressed in the second implementation report to be submitted by the Secretary-General to the General Assembly in 2001 (global staffing strategy, training, information technology, web sites, etc.).

II. Organizational structures

9. The Panel has made a number of recommendations that would involve the reorganization of current structures and/or the establishment of new entities. Such recommendations would have financial implications for the programme budget for the biennium 2000-2001 and would include:

(a) Establishment of the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat;

(b) Restructuring of the Department of Political Affairs, the Department of Peacekeeping Operations, and the Department of Public Information.

Executive Committee on Peace and Security Information and Strategic Analysis Secretariat

10. The Panel pointed out that current Secretariat staffing levels and job demands in the peace and security sector more or less preclude departmental policy planning and that the Executive Committee on Peace and Security should have, in one place, a professional system for accumulating knowledge about conflict situations, distributing that knowledge efficiently to a wide user base, generating policy analysis and formulating long-term strategies. Pursuant to the recommendation of

the Panel, the Secretary-General is proposing the establishment of an Information and Strategic Analysis Secretariat, within the Department of Political Affairs, as a common service to provide system-wide analysis and to assist the Executive Committee in developing policy guidance (see A/55/502, paras. 42-48).

11. For that purpose, the secretariat would have the role of coordinating the formulation of system-wide peace-building strategies. It would serve as a catalyst and focal point for the formulation, in coordination with other executive committees, of medium and long-term strategies of a cross-cutting nature that require a multidisciplinary approach. It would also serve as an in-house centre of knowledge for mission planners and desk officers and as a focal point for applying modern information systems and technology to the work of all parts of the United Nations system engaged in peace and security activities. The secretariat would comprise a Strategic Analysis Service, a Peace-building Unit (to be financed from extrabudgetary resources), and an Information Management Service.

12. The estimated resource requirements related to the establishment of the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat would comprise \$3,723,200 of new resources and \$2,340,000 of resources redeployed from various offices/departments totalling \$6,063,200. This would include the redeployment of 24 posts (from the Department for Disarmament Affairs, the Department of Peacekeeping Operations, the Office for the Coordination of Humanitarian Affairs, the Department of Economic and Social Affairs, the Department of Public Information and the Office of the United Nations High Commissioner for Human Rights), the use of seven extrabudgetary posts, the provision of six positions as non-reimbursable loans from the United Nations Children's Fund, the United Nations Development Programme, the World Food Programme and the Office of the United Nations High Commissioner for Refugees, and the provision of the balance of 16 new posts to be established (1 D-2, 2 D-1, 1 P-5, 2 P-4, 3 P-2 and 7 GS Other level (OL)).

13. For details concerning the structure, staffing and other resource requirements of the secretariat, see document A/55/507/Add.1, section 3, Political affairs.

Restructuring

Department of Political Affairs

14. As mentioned above, the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat would be established within the Department of Political Affairs. The Policy Planning Unit, currently located within the Office of the Under-Secretary-General, would be transferred to the secretariat. Additional resources are also being requested for the Electoral Assistance Division. Changes in resource requirements for the Department, excluding the secretariat, would amount to \$336,300, which comprises a net amount of \$50,200 for posts, resulting from the establishment of six new posts (3 P-4, 1 P-3, 1 P-2 and 1 General Service (OL)), offset by the transfer of four posts (2 P-4 and 2 GS/Other level) to the secretariat and a provision of \$286,100 for non-post requirements. Details will be provided in document A/55/507/Add.1, section 3, Political affairs.

Department of Peacekeeping Operations

15. Pursuant to recommendations of the Panel, the Secretary-General is proposing the restructuring of the Department of Peacekeeping Operations. The Secretary-General has supported the recommendation of the Panel for: the establishment of one additional post at the Assistant Secretary-General level; the strengthening and restructuring of the Military Division; the establishment of a Civilian Police Division; the establishment, through redeployment from the Department of Public Information, of a Peace and Security Public Information Unit; the establishment of a Criminal Law and Judiciary Advisory Unit to deal with the rule of law; strengthening of the Lessons Learned Unit; and the establishment of a Gender Unit.

16. Additional requirements proposed for the programme budget for the biennium 2000-2001 for the Department are estimated at \$675,900, comprising \$603,900 for the establishment of eight new posts (1 ASG, 1 P-5, 3 P-4/3 and 4 GS) and \$72,000 for non-post requirements.

17. Emergency supplemental requirements with respect to the support account for peacekeeping operations would amount to \$11,365,400, comprising \$5,006,900 for the establishment of 181 new posts (2 D-2, 1 D-1, 8 P-5, 104 P-4/3, 8 P-2/1, 8 GS (Principal level (PL) and 50 GS (OL)) and \$6,358,500 for non-post requirements.

18. Details will be set out in document A/55/507/Add.1, section 5, Department of Peacekeeping Operations.

Department of Public Information

19. It is proposed that the Cartographic Unit and the Media Monitoring and Analysis Unit be transferred to the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat and the Peace and Security Section of the Public Affairs Division to the Department of Peacekeeping Operations. Changes in the programme budget for the biennium 2000-2001 for the Department of Public Information amount to a reduction of \$1,830,800, comprising \$1,911,300 for the redeployment of 21 posts (3 P-5, 8 P-4/3, 2 P-2/1, 8 GS (OL)) and a net increase of \$80,500 for non-post requirements. For details, see document A/55/507/Add.1, section 26, Department of Public Information.

III. Related matters**Fact-finding missions**

20. The Secretary-General has welcomed the recommendation of the Panel calling for more frequent fact-finding missions to areas of tension. The resource requirements related to such missions are included under section 3, Political affairs, of the programme budget for the biennium 2000-2001. Should additional requirements become necessary, the Secretary-General would continue to utilize the authority granted to him by the General Assembly under its resolution on unforeseen and extraordinary expenses.

Integrated Mission Task Forces

21. The Panel drew attention to the absence of personnel from various entities dedicated to the planning and support of operations. The Panel recognized that, although collaboration existed, there was no single working-level focal point at Headquarters that could address all of the concerns, especially at the level of the heads of mission, of an operation in the field. The Panel was of the view that there should be one entity at Headquarters that could provide immediate answers and guidance for the overall management and conduct of an operation.

22. The concept is derived from the notion of “matrix management” used by organizations for the assignment of necessary talent to specific projects without reorganizing themselves every time a project arises. Such an entity would be an integrated mission task force, which would meet to plan operations and continue to work together for a period of up to six months to ensure full deployment of a mission. It would serve as the first level of contact for the peace operations for all aspects of their work. Members of the task force would be seconded temporarily from those departments/offices involved in the peace operation and would deal with time-critical, resource-intensive requirements to support mission planning, start-up and initial sustainment.

23. Given the temporary nature of the integrated mission task forces, and depending on the complexity of the peace operation concerned, it is not expected that additional resources would be required at all times. However, under special circumstances when it would appear that the effective functioning of a task force would require supplementary resources, the Secretary-General would resort to the authority granted to him by the General Assembly in its resolution on unforeseen and extraordinary expenses.

Information technology

24. The Secretary-General has stressed the importance of a comprehensive system-wide inventory of the information systems and information and communications technology resources related to peace operations, including geographical information. A working group comprised of information technology experts throughout the system has begun surveying overall information technology needs. A more detailed proposal will be presented in the Secretary-General’s second implementation report but, in the meantime, resource requirements are proposed in order to get the project started.

IV. Changes in the level of resources and staffing

Programme budget for the biennium 2000-2001

25. The additional resource requirements for the programme budget for the biennium 2000-2001 would total \$22,202,900, of which \$7,527,300 relates to the regular budget and the balance of \$14,675,600 to the support account. The details by budget section would be as follows (in thousands of United States dollars):

Regular budget (2000-2001)

		<i>2000-2001 initial appropriations</i>	<i>Resource growth</i>	<i>2000-2001 proposed revised estimates</i>
Section 3	Political affairs	137 756.	6 399	144 15
Section 4	Disarmament	14 067.	(103.7)	13 96
Section 5	Peacekeeping operations	76 094.	675.9	76 77
Section 9	Economic and social affairs	113 112.	(143.2)	112 96
Section 22	Human rights	41 163.	1 589	42 75
Section 25	Humanitarian affairs	18 841.	(124.4)	18 71
Section 26	Public information	143 605.	(1 830)	141 77
Section 27	Management and common support services	441 857.	696.5	442 55
Section 32	Staff assessment	314 248.	368.1	314 61
Total		1 300	7 527	1 30

Support account (1 July 2000-30 June 2001)

Section 5	Peacekeeping operations	35 616.	11 365	46 98
Section 8	Legal affairs	719.8	57.7	777.5
Section 22	Human rights	-	98.3	98.3
Section 27	Management and common support services	11 838.	3 154	14 99
Total		48 175.	14 675	62 85

26. The present report includes proposals for an additional 249 posts, 35 of which relate to the regular budget and 214 to the support account. The details by budget section would be as follows:

Regular budget (2000-2001)

		<i>2000-2001 approved staffing</i>	<i>Proposed changes</i>	<i>2000-2001 proposed revised staff</i>
Section 3	Political affairs	243	44	287
Section 4	Disarmament	48	(1)	47
Section 5	Peacekeeping operations	354	8	362
Section 9	Economic and social affairs	517	(1)	516
Section 22	Human rights	148	7	155
Section 25	Humanitarian affairs	54	(1)	53
Section 26	Public information	735	(21)	714
Total		2 099	35	2 13

		<i>2000-2001 approved staffing</i>	<i>Proposed changes</i>	<i>2000-2001 proposed revised staff</i>
Support account (1 July 2000-30 June 2001)				
Section 5	Peacekeeping operations	349	181	530
Section 8	Legal affairs	5	1	6
Section 22	Human rights	-	3	3
Section 27	Management and common support services	97	29	126
Total		451	214	665

27. The redeployment of 24 regular budget posts to the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat is proposed, as follows:

<i>From</i>	<i>Posts</i>
Department of Political Affairs	2 P-4, 2 GS
Department for Disarmament Affairs	1 P-3
Department of Peacekeeping Operations	1 P-5, 1 P-4, 1 P-2
Department of Economic and Social Affairs	1 P-5
Office for the Coordination of Humanitarian Affairs	1 P-4
Department of Public Information	2 P-5, 4 P-3, 2 P-2 and 6 GS

28. The redeployment of seven posts (1 P-5, 1 P-4, 3 P-3 and 2 GS) from the Department of Public Information to the Department of Peacekeeping Operations is also proposed.

V. Presentation and methodology

29. The detailed resource requirements set out in the addendum to the present report will be presented by relevant sections of the budget, as follows:

Regular budget

(a) The 2000-2001 appropriation approved by the General Assembly in its resolution 54/250 of 23 December 1999;

(b) Resources requested cover the period from 1 January 2001 to 31 December 2001;

(c) New posts proposed for the second year of the biennium 2000-2001 reflect a delayed recruitment factor of 50 per cent;

(d) Reclassifications and redeployment assumes a vacancy factor of 6.5 per cent in respect of posts in the Professional category and above and 2.5 per cent for posts in the General Service and related categories.

Support account

- (a) Approved budget for the period 1 July 2000 to 30 June 2001;
- (b) Resources requested cover the period from 1 January 2001 to 30 June 2001, ending in the financial period of the support account;
- (c) New posts proposed for the period from 1 January 2001 to 30 June 2001 reflect a delayed recruitment of 50 per cent for the six-month period, that is, 75 per cent of the cost of posts for 2001;
- (d) Reclassifications and redeployment assume a vacancy factor of 6.5 per cent in respect of posts in the Professional category and above and 2.5 per cent for posts in the General Service and related categories, applied to six months of the cost for posts for 2001.

30. Support account financing has been sought solely in connection with the emergency request to strengthen the Department of Peacekeeping Operations, and other departments' activities to better support existing peacekeeping operations. Regular budget financing has been sought for the other initiatives proposed by the Panel, including the establishment of a new Assistant Secretary-General Post in the Department of Peacekeeping Operations, the establishment of the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat, the strengthening of the Electoral Assistance Division of the Department of Political Affairs and the Office of the United Nations High Commissioner for Human Rights and for the related common services requirements provided by the Department of Management.

VI. Requirements for the biennium 2002-2003

31. The requirements proposed for 2001 are estimated on the basis of utilizing the standard vacancy turnover factors for new posts. Costs in the biennium 2002-2003, however, are to be estimated on the basis of the vacancy rates utilized for established posts (6.5 per cent for Professional posts and 2.5 per cent for General Service posts). On this basis, the cost of the proposals in the present report would amount to \$71,454,800 for the 2002-2003 period at 2000-2001 rates. The regular budget component would amount to \$12,020,500, while that for the support account for the same period would be equivalent to \$59,434,000. It may be noted that the proposed additional requirements for the regular budget amount to 0.47 per cent of the current regular budget appropriation. In the case of the support account, the increase amounts to 1.43 per cent of the current levels of peacekeeping costs (\$4,145 million on a two-year basis).

VII. Action to be taken by the General Assembly

32. Should the General Assembly approve the implementation proposals set out in the report of the Secretary-General on the implementation of the report of the Panel on United Nations Peace Operations (A/55/502) and the resource requirements detailed in this report, the action to be taken by the Assembly is the following:

(a) To appropriate for the programme budget for the biennium 2000-2001 the additional amount of \$7,527,300, to be distributed among the sections of the budget, as reflected in paragraph 25 above;

(b) To finance an amount of \$14,675,600 under the support account under the budgets of the peacekeeping operations, to be considered at its current session.
